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ABSTRACT

"Goal-Setting for Organizational Accountability: A Leadership Strategy" (GOALS) is a program designed by the National Laboratory for Higher Education to provide a realistic strategy for integrating the people and purpose of 2-year colleges. The development of the GOALS product is accomplished in two steps: (1) identifying and classifying appropriate goals statements and (2) devising a strategy to achieve goal consensus and set goal priorities. Three types of goals identified were: (1) overall purpose goals, gleaned from publicly stated roles and college philosophies; (2) instructional goals which define desired college outputs; and (3) management support goals, which are statements of desired administrative ends. The strategy used to achieve consensus involves participation of a representative sampling of the entire college community. Participants in a workshop rank order goals in three stages: the first and last stages using individual judgments, and the middle stage requiring consensus by heterogeneous teams (students, teachers, administrators, and citizens). The program, which has been tested in several community college environments, allows for a realistic examination of goals, utilizing both participation and consensus. (RN)

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# Participative Goal-Setting:

# A Synthesis of Individual and Institutional Purpose

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## Introduction

Revolutionary change seems to be the hallmark of the seventies. Many authors have commented upon the nature of our turbulent times. Alvin Toffler's best seller Future Shock described "the dizzying disorientation brought on by the premature arrival of the future" (Toffler: 13). Although Toffler saw education changing rapidly, he viewed much of that change as "no more than an attempt to refine the existent machinery, making it more efficient in the pursuit of obsolete goals" (Toffler: 39).

Bennis, in his book The Temporary Society, expressed the opinion that we too often strive for efficiency and effectiveness within a narrowly defined range of familiar acts. He noted that "the martinet general whose beautifully disciplined fighting machine is wiped out by guerrillas will probably still lay claim to efficiency, but we need not agree with his assumption that efficiency consists of doing an irrelevant thing well" (Bennis: 10). It could be added that an educational structure might effectively achieve its internal goals but still be considered inefficient in terms of meeting the educational needs of society.

If education is ever to be more than a "hopeless anachronism" (Toffler: 359) in a time of chronic and bewildering change, it must begin to view the task of defining relevant goals and achieving a consensus of goal priorities as a primary function of educational leadership. Goal setting, operationalized through participation, can become a primary means

for "transforming human purpose into communicable forms for the direction of organizations"(Hack et al: 99-100).

A growing body of literature supports the notion that participative institutional forms are functional necessities in today's world (Bennis), (Berkley), (Faunce), (Schmidt), (Triste), (Trusty). Emerging organizational patterns emphasize the need to equate power equalization, and individual growth along with task performance. Bennis views consensus oriented institutional structures not as vague ideals, but as functional necessities in a society where creative enterprise must be nourished to insure survival in a climate of perpetual change (Bennis: 2-17). Today's administrative structure must be appropriate for a world where complex organizations require expertise in many fields, thus making bureaucratic administrative control from the top ineffective. It must meet today's growing demand for creative, self-directed, educational professionals who are capable of solving problems in a bewildering climate of change, rather than simply conforming to yesterday's routine status quo. Today's professionals are increasingly inclined to self motivation as well as to participation in management (Berkley: 20-23).

A 1971 blue ribbon panel in its First Report of the Assembly on University Goals and Governance stressed the theme that educational reform could be stimulated through "governance by delegation and accountability" (Hack et al: 190). The rapidly expanding costs and complexity of education in a time of challenging social needs have led to increasing demands for

accountability. The premise that those who operate public educational institutions have an obligation to account for educational results would probably not be seriously challenged by many people. Disagreement is more likely to be rooted in the issue of putting accountability into practice. Who is to be accountable, for what and to whom, under what conditions?

Accountability is intimately related to organizational purpose because it aims squarely at results. Since purpose can only be achieved through the people in an organization, accountability cannot really be divorced from leadership. We believe that accountability for the community college should be viewed in terms of achieving learning that meets the needs of both students and society. Individual colleges can begin the process of putting the philosophy of accountability into practice by allowing concerned individuals to participate in setting goals tailored to meet the unique needs of the students and the community in light of the resources available. That participative goal setting process can enable a board of trustees to adopt goals for which participants have indicated a willingness to be held accountable.

The focus for change at a community college is vested with the president. Accountability should begin with him. As educational leader, he is held accountable for overall institutional purpose by his board of trustees. The president can point his institution in the direction of student learning, but human motivation must be harnessed to move it forward. This can be done through participative planning within a team

oriented climate of leadership that allows all members to see themselves as accountable and united by their individual contributions to the common goals of the college.

The National Laboratory for Higher Education product Goal-Setting for Organizational Accountability: A Leadership Strategy (GOALS) (slide) was designed to integrate the people and the purpose of two-year colleges through a participative goal-setting process. I would like now to introduce my colleague, Doctor George Baker who was instrumental in developing the product.

Background

Last year Mr. Brownell and I collaborated in proposing "A Planned Program of Accountability Development". The plan was published by the American Association of Junior Colleges in a monograph entitled Accountability and the Community College: Directions for the 70's (Roueche, Baker, Brownell). The monograph described a broad strategy for achieving the community college purpose, through people, in a dynamic and challenging environment. It viewed the overall purpose of public two-year colleges in terms of being accountable for learning that meets the needs of students and communities. Our plan, at that time, did not include specific tools to help make accountability a reality.

For the past year, members of the Junior College Division staff have been working on the task of providing those necessary tools. We have focused much of our attention on the need for a strategy that could help public two-year colleges

identify goals and achieve a consensus of goal priorities. We believe the primary function of educational leadership to be that of providing direction. We view educational leadership in terms of an organizational climate that involves people in defining and achieving organizational purpose. It is, after all, people who enable a community college to become accountable.

Today, we want to tell you about a tool that can help accountability for student learning become a reality. It is called Goal-Setting for Organizational Accountability: A Leadership Strategy (GOALS for short). It provides a realistic, field tested strategy for integrating the people and the purpose of community colleges.

The development of the GOALS product was accomplished in two steps. First came the process of identifying and classifying appropriate goal statements through a Community College Goals Inventory. Then a strategy was devised to achieve goal consensus and set goal priorities.

## Classifying Goals

The systematic development of educational goals is relatively new. Gross and Gramback conducted the first definitive study of goals for universities in their 1968 work, University Goals and Academic Power, sponsored by the American Council on Education (Gross and Grambach). Norman Uhl developed an Institutional Goals Inventory (IGI) for the National Laboratory for Higher Education and Educational Testing Service in

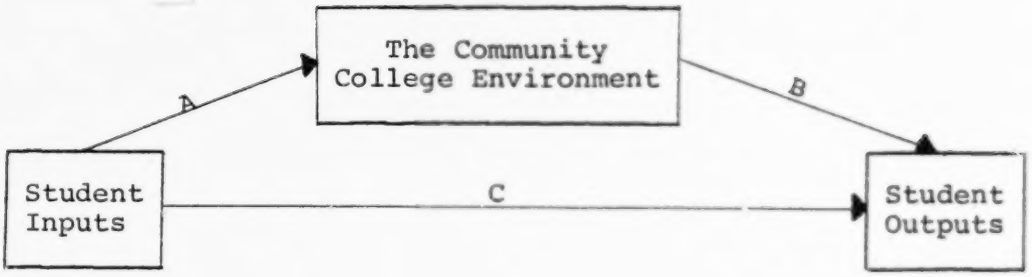
1971. It dealt with a wide range of university goals. Doctor Uhl tested the Delphi Technique as a means for gaining consensus on goals without face-to-face confrontation (Uhl). We, in the Junior and Community College Division, decided to develop a technique for gaining consensus on community college goals through open face-to-face communications.

We began by examining the works of Gross, Grambach, Uhl, Brown, and Astin, and then applying the concepts of community college leaders such as B. Lamar Johnson, Arthur Cohen, John Roueche, and others. The resultant Community College Goals Inventory is really just a beginning and is not meant to be all-encompassing. In fact, the nature of the community college mission as it varies from state to state, dictates the development of overall goal statements that meet the needs of various state systems.

Austin views the process of higher education as comprising three conceptually distinct components: student outputs, student inputs and the college environment. He believes that institutions of higher learning should be held accountable - NOT for student outputs <u>alone</u>, but for the gain of outputs over inputs. Colleges should be held accountable for the "value added" (Austin: 75).

One way to conceptualize the "value added" idea is shown in Figure 1.

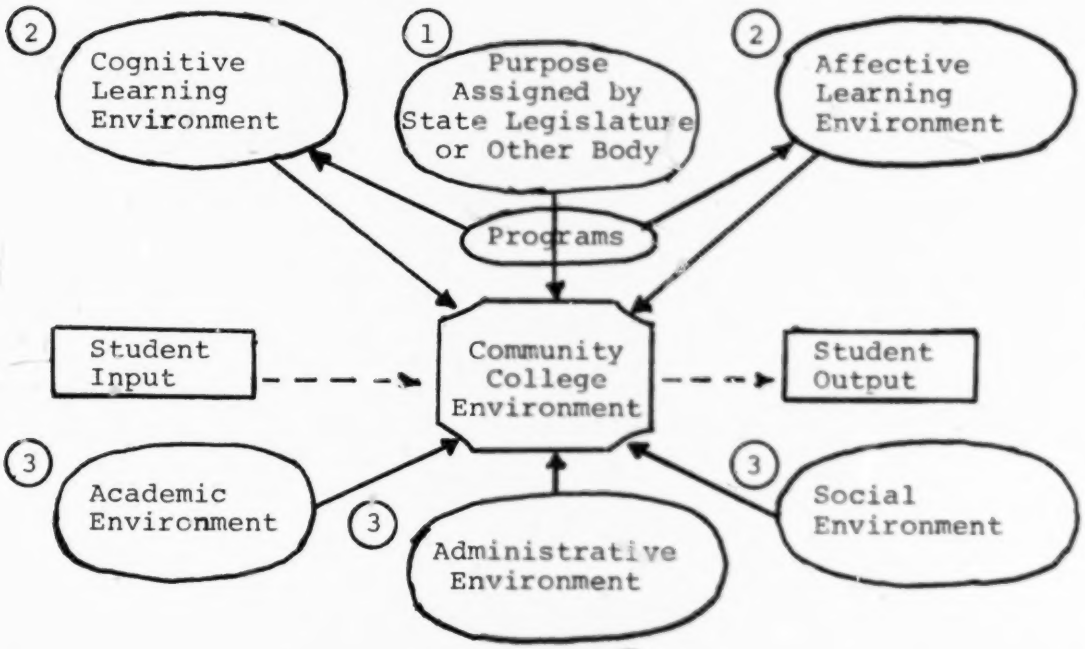
Figure 1




You will note that student outputs can be affected by college environmental aspects and by student input variables. Moreover, community college environments can be affected by the kinds of students who enter the "open door".

If we expand Astin's diagram to include a classification of the component parts of the college environment, we can identify some of the important variables that are often called soft resources.

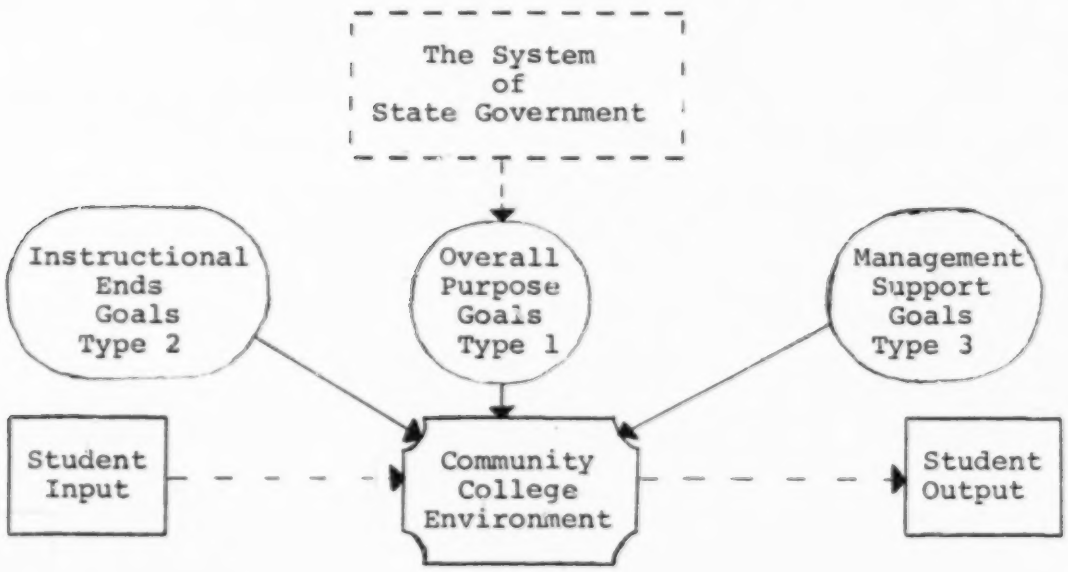
Figure 2



An analysis of the environment allows us to classify three kinds of goals.

1. Overall Purpose or Program Goals
2. Instructional Ends Goals
3. Management Support Goals

Figure 3




The Overall Purpose Goals link the outputs of the college to a larger society. The Instructional Goals define the desired outputs of the college. The Management Support Goals provide the support necessary to achieve Instructional Goals.

## Identifying Goals

### Overall Purpose Goals

Since public two-year colleges are creatures of the state legislature, their overall purpose can be identified by an examination of the laws underlying the state education system. Generally, overall purpose can be gleaned from publicly stated roles and community college philosophies.

In North Carolina for instance, the State Department of Community Colleges, by interpreting the law, has assigned the mission of operating six programs (Public Law, State of North Carolina, Chapter 115A). In essence the operation of these programs is the reason the community college system exists as a functional part of the state's overall education program. The North Carolina programs are listed in Figure 4.

Figure 4

1. Operating a College Transfer Program
2. Operating two-year degree Technical Programs
3. Operating one- or two-year Vocational Programs
4. Operating an Adult Education Program
5. Operating a Community Services Program
6. Operating a Continuing Education Program

In some cases a purpose (or program) has not been assigned or implied within the mission assigned to a community college system. In Texas there are no requirements for any college within the State System of Junior Colleges to operate a developmental studies program. However, junior-community colleges there generally spend 10 to 15% of their resources in the area of developmental studies as a means of ensuring that students enter certain programs with the requisite skills (Rippey). In such cases, community college planners must examine public documents for implied missions or purposes.

## Instructional Ends Goals

The two-year college is primarily a teaching institution. Therefore, instructional ends are the desired outputs of the community college.

In May, 1970, the Western Interstate Commission for Higher Education. The American Council on Education, and The Center for Research and Development in Higher Education at the University of California Berkeley, sponsored a seminar in Washington, D.C., that attempted to answer the following question: Can we name the outputs of higher education (The Outputs of Higher Education: 1). Several persons presenting papers at the seminar attempted to answer the question, and we have drawn on their work in identifying Instructional Ends Goals.

Astin developed a model of educational outcomes that classified outputs on a two-by-two chart. His classification listed cognitive and affective outcomes on one axis and the type of

data that he would examine to evaluate achievement on the other (Astin: 78).

Figure 5

A TAXONOMY OF STUDENT OUTPUT MEASURES
IN TERMS OF TYPE OF OUTCOME
AND TYPE OF EVALUATION

TYPE OF OUTCOME

| TYPE OF EVALUATION | COGNITIVE | AFFECTIVE |
|---|---|---|
| FORMATIVE | CELL I<br>Knowledge<br>General Intelligence<br>Basic Skills<br>Special Aptitudes<br>Academic Achievement | CELL II<br>Self-concept<br>Interest<br>Values<br>Beliefs<br>Drive for Achievement<br>Satisfaction with College |
| SUMMATIVE | CELL III<br>Level of Educational Achievement<br>Level of Vocational Achievement<br>Income<br>Special Recognition | CELL IV<br>Choice of Major or Career<br>Avocations<br>Mental Health<br>Citizenship<br>Interpersonal Relationships |

You can see that the cells listed in Figure 5 are not mutually exclusive. Educational outcomes will certainly be more diverse than the scheme devised to measure them. We assume that educational outcomes will be both planned and unplanned, both measured and unmeasured. For instance, if

we improve a student's basic skills (Cell I) to the point that his learning power is increased (Cell II) it should lead to long-range improvement in the individual's mental health (Cell IV).

## Management Support Goals

Management support goals are statements of desired administrative ends that meet the challenges of the academic and social environments. These challenges must also be quantified in terms of desired results.

The academic and social environments of the community college scene are confounded by a number of complex problems. A heterogeneous student body containing many disadvantaged learners is not the least of these. As community college professionals, we have not been very successful in solving these problems and our failure is reflected in high levels of student attrition (Occupational Education Bulletin: 3). Academic, social, and environmental goals such as those listed in Figure 6 were developed to show the need for increasing the quality and quantity of student learning.

Figure 6

| ACADEMIC ENVIRONMENT | SOCIAL ENVIRONMENT |
|---|---|
| Reducing student attrition<br><br>Eliminating failing grades<br><br>Providing individualized courses | Actively recruiting the poor and disadvantaged<br><br>Insuring that lack of personal financial resources do not provide a barrier to qualified students<br><br>Increasing faculty and student involvement in the community. |

These kinds of management support goals require an administrative environment with specific administrative goals such as those listed in Figure 7.

Figure 7

| ADMINISTRATION |
|---|
| Hiring personnel dedicated to student learning |
| Planning for long-range development |
| Allocating funds in accordance with priorities to meet established goals |
| Evaluating the progress of the college toward stated goals |

Management support goals include statements of desired academic ends, social ends, and the administrative ends necessary to achieve them. Together they provide the focus and support necessary to achieve instructional ends and thus accomplish the overall purposes and mission of the college.

## A Strategy for Achieving Consensus

Classifications of goal statements, such as those we have discussed, are not difficult to develop. The real problem is devising a strategy for achieving consensus on goal statements and priorities.

The strategy used in the NLHE GOALS product involves the participation of a representative sampling of the entire college community. Ideally, the board of trustees, the faculty members and administrators, as well as stratified random samplings of the student body and the citizens of the community should participate. The participative goal setting process takes place in a workshop setting and lasts about five hours.

Participants rank order goals in three stages. The first Individual Sort represents initial individual judgements of goal priorities. This is followed by a Group Sort in which heterogeneous teams of four members each (student, teacher, administrator, citizen) reach group consensus in rank ordering goals. The negotiations necessary to achieve consensus require open communication between persons with differing orientations about the purposes of the college. Finally, participants rank order goals for the last time in the Second Individual Sort.

Every field test conducted to date has shown significant convergence (to the .001 level) between the first and second individual sort due to the open communications and mutual exchange of ideas involved in the group sort.

Goal Statements and Glossary

The Goal Statements are printed on cards as shown in the slide. These statements are explained in the Glossary.

Figure 8

35mm Slide:

Showing GOALS Statements and Glossary (Booklet 2)

GOALS Display Board

Figure 9

35mm Slide:

Showing GOALS Display Board

The GOALS Display Board shown in the next slide is divided into three areas. The white area at the top is for Overall Purpose or Program Goals. The blue area is for Instructional Ends Goals and the red area is for Management Support Goals.

The Individual Sort

Figure 10

35mm Slide:

Showing Instructions
for the Individual Sort

Booklet One: "Instructions for the Individual Sort" introduces the goal-setting process by allowing individuals to assign priorities to the three types of goal statements.

Figure 11

35mm Slide:

Showing GOALS Display Board
(Arrow on first section)

Overall Purpose Goals: First, the individual is allowed to determine the amount of resources the college should devote to the programs assigned by the state. Notice that the participant is asked to rank order the programs operated by the college - from most important to least important. This may be the participants first exposure to participative goal setting.

Figure 12

35mm Slide:

Showing GOALS Display Board
(Arrow on second section

Instructional Ends Goals:

Next, the participant is allowed to assign priorities to the Instructional Ends Goals. He is told that the blue area of the board represents the resources available for instructional ends. He is asked to focus on the instructional outcomes desired in relative order of importance. He cannot exceed the parameters on the board. The area available for placing the twenty goal statements as well as the importance of the goals themselves force the participant to make difficult choices.

Figure 13

35mm Slide:

Showing GOALS Display Board
(Arrow on third section)

Management Support Goals:

Finally, the participant is allowed to determine the priority of Management Support Goals within the limits of the board.

Figure 14

35mm Slide:

Showing First Individual Sort
of Individual Data Sheet

Individual Data Sheet

Finally, the individual notes the position of each card on the Individual Data Sheet shown on the slide.

Group Sort

In the second round, participants are grouped heterogenously in teams of four (student, faculty member, administrator, citizen) to represent, the various orientations of people within the college community.

A team leader is chosen and uses the booklet shown in this slide, together with a GOAL Profile Form and Consensus Table to organize the team effort.

Figure 15

35mm Slide:

Showing Booklet 3 and GOALS Profile

The team, through open discussion, negotiation, and compromise develops a team solution to the problem or rank ordering all of the goal statements. Consensus tables show the members when there is sufficient agreement to accept a statement without discussion. Since the team members are dealing with the actual proposed goals of the college, they are expected to express and support their views forthrightly. The resulting open, frank, and candid interchange of viewpoints is an essential step in promoting consensus.

Second Individual Sort

Figure 16

35mm Slide:

Showing Second Individual Sort

After participating in the team solution, each person finally rank orders the goals again in the Second Individual Sort. This can be considered a post test. When compared to the First Individual Sort (pretest) the changes that resulted from communication during the team session can be identified. In every field test conducted to date a significant degree of overall consensus has occurred between the first and second individual sort.

Report

After the workshop is completed the individual data sheets are returned to NLHE for analysis. Pretest and post test data are coded on computer punch cards. The overall consensus of all participants as well as the consensus of each group (students, faculty, administrators, citizens) is determined from the computer print out. The following management information is included in the report:

1. The ranking of each goal statement
2. The degree of consensus achieved for each goal statement

3. The range of opinion for each goal statement

4. The attitude of participants toward the participative goal setting process.

Summary

Today, we have presented a realistic, and validated strategy for integrating the purpose and people of a two-year college. The strategy is more than theoretical because it has been tested in actual community college environments in North Carolina, Texas, Virginia and Florida.

Dr. Max King, President of Brevard Community College at Cocoa, Florida, summarized our thoughts about this product when he said: "We have had seminars on goals before, but they always seemed to end with the frustrating feeling of being open ended. This GOALS product allows the participation of concerned people while still managing to 'close the loop' and achieve consensus on goal statements and priorities."

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